Options and opportunities for the redevelopment of Centennial Industrial District - Phase 1

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TO
CHAIRMAN AND
MEMBERS OF THE
PLANNING COMMITTEE

CITY OF SCARBOROUGH

Date: April 9, 1992
Agenda: April 16, 1992
Dept: Planning and Buildings

REPORT
RE: OPTIONS AND OPPORTUNITIES FOR THE REDEVELOPMENT OF CENTENNIAL INDUSTRIAL DISTRICT PHASE I - W90140

EXECUTIVE SUMMARY

On March 2, 1992 Council adopted a Planning Committee recommendation to circulate the Phase I report - OPTIONS AND OPPORTUNITIES FOR THE REDEVELOPMENT OF THE CENTENNIAL INDUSTRIAL DISTRICT. Copies of the report were distributed to land owners in the study area, to the Centennial Community and Recreation Association, to the West Rouge Community Association and to any individual who contacted the City and requested a copy of the report. Copies of the report were printed and were available for distribution to the public at the Departments third floor planning counter. The report was also distributed to staff at the David Crombie Royal Commission, Metro Planning, the Ministry of Municipal Affairs and M.T.R.C.A.

On Monday, March 9, 1992 a presentation on the Centennial Industrial Study was made to the executives of both the Centennial Community and Recreation Association and the West Rouge Community Association. The meeting was attended by Councillor Moeser.

As a result of the circulation, a total of 3 letters were received by the Department as follows:

- A letter dated February 20, 1992 from the Centennial Community and Recreation Association signed by Charlie LeBer, President and Gord Grieveson, Planning Chairman.

- A letter dated February 28, 1992 from Mr. William D. Macklin on behalf of Ontario's Challenge For HMS Nancy.

- A letter dated April 3, 1992 from the West Rouge Community Association signed by Jackie Caunce and Bill Tryon of the Association's Planning Committee.

TO
CHAIRMAN AND
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These letters are attached as Appendix C and applaud the effort and the findings of the study. Several observations/recommendations are offered which relate to work to be undertaken in Phase II of the study.

A letter dated March 26, 1992 was received from the Centennial Community and Recreation Association and was signed by William A. Dempsey, Honorary Secretary. While this letter is not specific to the Centennial Industrial Study, Mr. Dempsey emphasizes the need to have consideration for a pedestrian underpass at the end of Port Union Road. This letter is also attached as Appendix C.

RECOMMENDATIONS

1. That Council support the redevelopment of the Centennial Industrial area on the basis of mixed use development including prospects for residential, retail, office and tourism.

2. That Council encourage redevelopment to be consistent and compatible with the major objectives of the waterfront policies which promote public access and public interaction in the waterfront area.

3. That Council adopt employment generation as a viable objective to consider in the redevelopment of the Centennial Industrial District.

4. That Council initiate Phase II of the Study process to examine land-use alternatives and to provide a policy focus through a Secondary Plan for redevelopment of the area, as part of the department's 1992 work program.

Respectfully submitted,

Peter Poot
Commissioner of Planning and Buildings

TO
CHAIRMAN AND
MEMBERS OF THE
PLANNING COMMITTEE

RE: OPTIONS AND OPPORTUNITIES FOR THE REDEVELOPMENT OF CENTENNIAL INDUSTRIAL DISTRICT PHASE I - W90140

EXECUTIVE SUMMARY

In accordance with Council's direction to evaluate options and opportunities for the redevelopment of the Centennial Industrial District, I am pleased to forward my Phase I report with recommendations for your consideration and approval.

The purpose of the Phase I component was to examine the viability of maintaining the Centennial Industrial District solely as an industrial employment area in the City of Scarborough.

The argument for or against an industrial option is much broader than an argument encompassing economics and market factors. Therefore, we have considered other issues in our examination. These include:

- the future of the Port Union waterfront area in light of the City's waterfront policies;
- the excellence/uniqueness of the study area in terms of views, and public access opportunity;
- the opportunity for redevelopment in a form which would best reflect the objectives of waterfront redevelopment;
- respect for established residential neighbourhoods which border the study area;
- the need to maintain an industrial inventory in the interest of meeting/promoting job creation and local employment.

The present situation, predominated by large tracts of vacant under-utilized land is undesirable. Unprecedented in the City is the opportunity to create a unique and dynamic area combining waterfront and land-based activities in a harmonious environment.

It is imperative that the City of Scarborough move forward with a strategic and well conceived plan for the redevelopment of the Centennial Industrial District. With the leadership of the City of Scarborough, appropriate responses by the development community, and the passion and goodwill of the residents of the surrounding communities, we are confident that we can achieve a result which will bring our City recognition and acclaim.

TO
CHAIRMAN AND
MEMBERS OF THE
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Our review highlights the following considerations:

The Future of Industry

- From 1948 until the early 1980's, the District was dominated by Johns-Manville Limited, a manufacturer of asbestos products. Up to 750 people were employed in the plant during the 1970's. Employment in the District fell sharply in the early 1980's to 300 persons with the cessation of asbestos pipe production at the Manville plant. There has been little change in total employment since then.

- Despite the overall boom in industrial development which Scarborough has experienced in recent years, no new industrial plants have been built in the District in more than 10 years. Currently, less than a quarter of the land area in the Centennial Industrial District is in actual industrial use. With the planned closure of the C.G.E. plant in 1991, only 15 percent of the total land area will remain in industrial use.

- The current level of employment is not sufficient to support ancillary uses serving the area. There is no coherent industrial structure to the Industrial District and considerable evidence of fragmentation. The Industrial District consists of one medium-sized industry (Manson) and a cluster of five smaller industries at the easterly extremity of the District. In between are substantial vacant lands, the GO station and parking lots.

- It is desirable to locate heavy industrial areas as far from residential areas as possible, in order to minimize land use conflicts. In the case of the Centennial Industrial District, the proximity of the Centennial Residential Community is not conducive to the location of heavy industrial uses in the area. However, clean, high-tech facilities may provide appropriate employment opportunities.

- The existence of rail service, while desirable to some heavy industries, is not a critical factor in favour of light industrial uses, which generally rely almost solely on road transportation. While the presence of the C.N.R. line and spurs into the Johns-Manville lands may be considered to be a positive factor for heavy industries, no industry has been attracted to the lands since the closure of Johns-Manville in the early 1980's.

- A primary consideration is the provision of direct road access from the industrial area to the expressway or regional road system, to avoid penetration of industrial traffic into or through residential areas. In the case of the Centennial Industrial District, the primary access route to Highway 401 is along Port Union Road. Port Union Road also provides the main link for residential traffic wanting to access the 401.

TO
CHAIRMAN AND
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- Future transportation investments (namely Highway 407) may favour development of northern Scarborough, Markham, Vaughan, Peel and Durham industrial parks over those in southern Scarborough.

- The preference for industrial location in Scarborough is north of the 401 (ie. Tapscott). The large inventory of industrial land in this area provides an adequate alternative and Scarborough would not be deficient in land inventory with the redesignation of the Centennial Industrial area.

A New Direction

The failure of the Centennial Industrial area to attract new industrial uses results in increasingly scarce serviced urban land and expensive municipal infrastructure lying unused. It would therefore be appropriate to consider the planning merits of alternate land uses within the Centennial Industrial District. The alternatives might include residential and recreational uses as well as new employment opportunities in office, retail and tourism. We believe that alternative land uses should be considered based on the following:

- There is a unique opportunity to establish a waterfront oriented community which is unprecedented in Scarborough.

- The waterfront theme and its translation through urban design is crucial to the success of the community/waterfront relationship. An option limited to industrial redevelopment would fall short in providing an optimal relationship.

- A successful, interactive and functioning waterfront can best be achieved by land uses which contribute human activity, commerce, employment, and recreation components on a seven days/per week basis.

- The optimal relationship between the existing surrounding residential community and the waterfront is best achieved by a "living-link" which promotes human interaction with the waterfront. Industrial development would not be the best use to provide this type of linkage.

TO
CHAIRMAN AND
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CONCLUSIONS

The following conclusions are derived based on the analysis afforded by the study process.

1. A redevelopment scenario focused solely on an industrial option is not a viable alternative and would not be compatible with the major objective of the waterfront policies which promotes public access and public interaction in the waterfront area.

2. A more compatible and functional waterfront - community relationship can be established by considering land use alternative including prospects for residential, retail, office, and tourism.

3. Employment generation is a viable objective to consider in a conceptual approach to redeveloping the Centennial Industrial District.

4. Phase II of the study process should be proceeded with to examine land use alternatives and to provide a policy focus for redevelopment of the area.

TO
CHAIRMAN AND
MEMBERS OF THE
PLANNING COMMITTEE

RE: OPTIONS AND OPPORTUNITIES FOR THE REDEVELOPMENT OF CENTENNIAL INDUSTRIAL DISTRICT PHASE I - W90140

I. INTRODUCTION

The Study Area

The Centennial Industrial District lies at the foot of Port Union Road, in the southeast corner of Scarborough. Figure 1 shows the municipal context of the study area in relation to other industrial districts in Scarborough. Formerly home to the industrial firm Johns-Manville, it comprises approximately 60 hectares (150 acres) of largely vacant and under utilized land. Ongoing operations include Canadian General Electric, Manson Industries, and a few smaller industrial activities on Lawrence Avenue east of Port Union Road. The lands are currently designated for "Industrial Uses" in the Official Plan, and are zoned Industrial. An outline of the Study Area is shown on Figure 2.

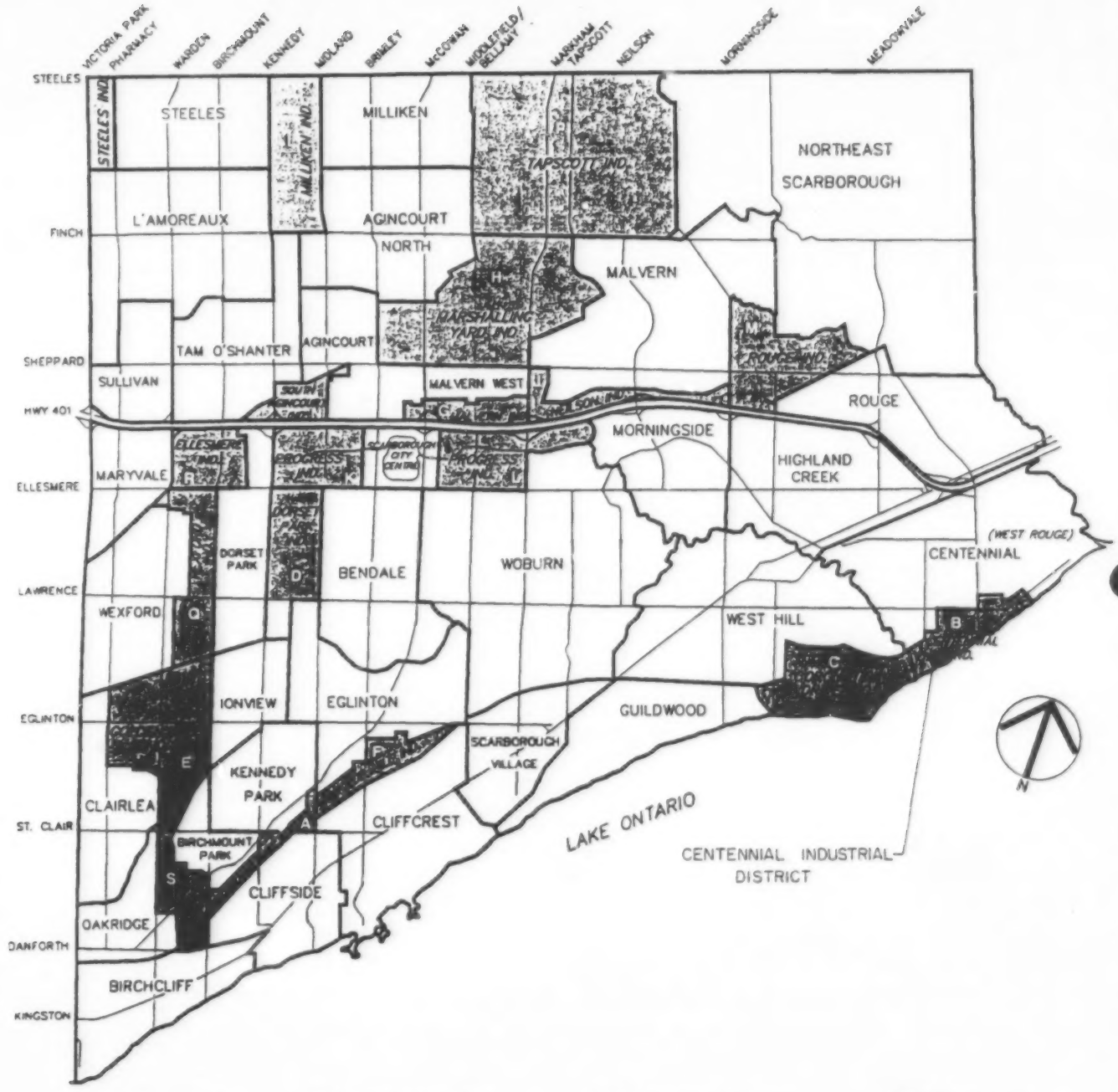
The Centennial Industrial District is bounded by the Lake Ontario shoreline to the south and the Centennial Residential Community to the North. The CNR Mainline runs along the shoreline, separating the shoreline from the subject lands. Over one hundred (100) train trips per day occur in this corridor including, CN Rail, VIA Rail and GO Transit. The Rouge Hill Go Station is located within the Centennial Industrial District. The Centennial Residential Community to the north is a stable, residential community of primarily single-family homes, with associated commercial and community facilities. To the east is the West Rouge Residential Community.

Study Objectives

The terms of reference for the Centennial Industrial Study were structured to allow a two phase approach to review and reporting. The objective of the initial examination and report is:

> "to examine and make recommendations on the viability of the Centennial Industrial District for industrial or other employment uses".

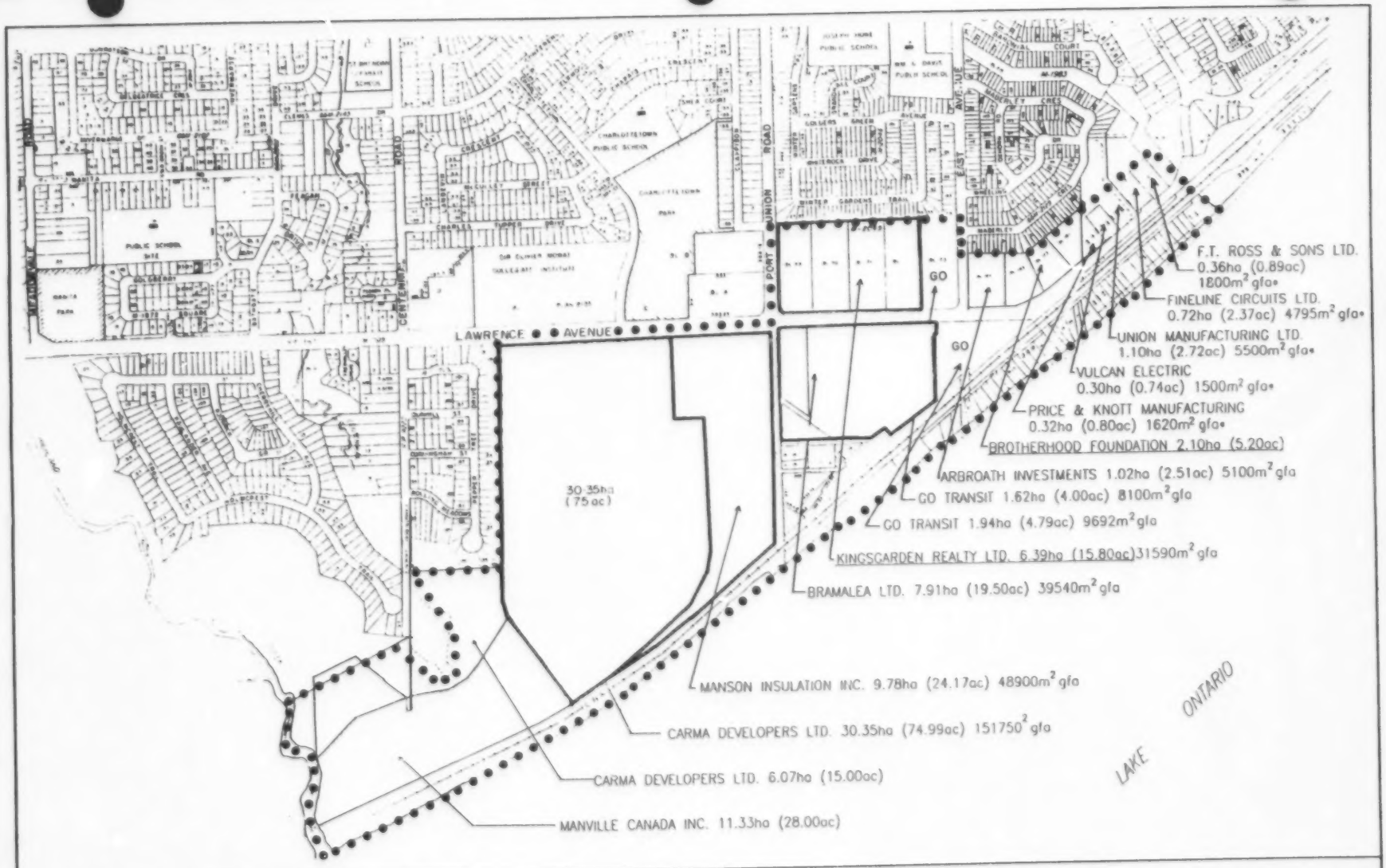
CITY OF SCARBOROUGH
INDUSTRIAL DISTRICT MAP



INDUSTRIAL DISTRICTS

- A Birchmount Park
- B Centennial
- C Coronation Drive
- D Dorset Park
- E Golden Mile
- F Knob Hill
- G Malvern
- H Marshalling Yard
- I Milliken
- J Neilson
- K Progress West
- L Progress East
- M Rouge
- N S. Agincourt
- O Steeles
- P Tapscott
- Q Wexford
- R Ellesmere
- S Oakridge

FIGURE 1



EXISTING LAND USE AND OWNERSHIP and PERMITTED G.F.A.

PROPOSED STUDY AREA

CENTENNIAL INDUSTRIAL DISTRICT

SCARBOROUGH PLANNING DEPARTMENT

* ASSUMED 50% GFA PERMITTED

FILE No. W90140

DRAWN BY E.M. DATE JAN. 22, 1991

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FIGURE 2

ACAD FILE : PB7040-3
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TO
CHAIRMAN AND
MEMBERS OF THE
PLANNING COMMITTEE

It is appropriate that this study follows Council's adoption of policies for Scarborough's waterfront. These policies identify clear objectives for the waterfront area. Consideration of redevelopment in the Port Union waterfront area must be compatible with Scarborough's waterfront objectives.

It is the objective of this report to examine the feasibility and desirability of retaining industrial uses within the Centennial Industrial District. The terms of reference for the study provide Council with the following alternatives:

1. If industrial uses are found to be feasible and desirable by Council, the final report will outline the steps which Scarborough must take to implement a strong industrial/employment district which would meet the criteria of compatibility and capitalizing on waterfront opportunity.

2. Alternatively, a final report to Planning Committee and Council identifying the most desirable land use for the Centennial Industrial District based on parameters specified in the Terms of Reference with recommended guidelines for theme/design, density and height which will address the parameters including recommendations on waterfront uses.

Definition of Issues

Plant closures, the scale down of industrial activity in the Centennial Industrial District, and the acquisition/optioning of several large parcels by prominent development groups have caused the study to focus on the following major issues.

These major issues are not exclusive to any particular approach to redevelopment, but they require consideration in any redevelopment scenario.

- long term environmental status of the asbestos landfill site
- future ownership of the asbestos landfill site
- pedestrian safety along CNR right-of-way
- public access to the waterfront
- integrity of existing single family neighbourhoods
- tax implications
- demands on capacity of school system
- demand on capacity of parks and recreation facilities
- loss of land for industrial development opportunity
- loss/replacement of industrial jobs
- traffic capacity

TO
CHAIRMAN AND
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- capacity of infrastructure
- significance of the Rouge GO station
- integrity of existing Official Plan and Zoning policies
- developer sensitivity to community interest.

In a broader context, the Centennial Community Recreation Association, the West Rouge Community Association and the West Rouge Industrial Community have expressed concern about decisions on future land use in the Centennial Industrial District in advance of some detailed knowledge about the form of development to occur along the waterfront. It is noteworthy that the resident groups concur with the Waterfront policies adopted by Council on May 27, 1991. These policies included in Appendix A call for greater public access to a clean, green, useable and safe waterfront meeting Scarborough's recreational, social, economic and environmental objectives which provides for development considered by Council to be compatible with these objectives.

Current Official Plan Policies (Figure 3)

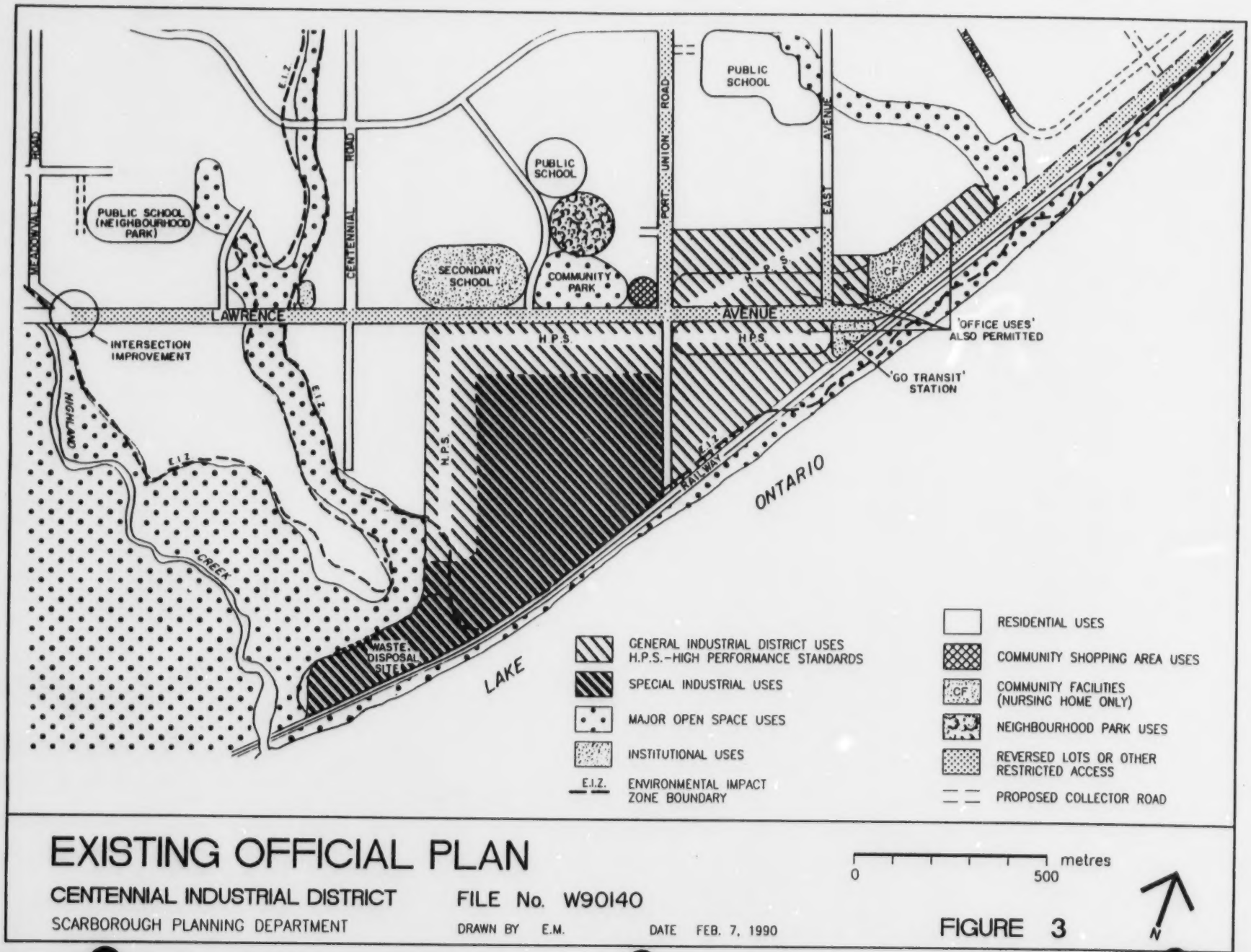
The Centennial Industrial District is designated primarily "General Industrial Uses" with High Performance Standards along Lawrence Avenue and the lands backing onto Pepper Tree Drive. "Special Industrial Uses" are permitted in the large block west of Port Union Road. This area is also characterized by a large parcel which is being used as a waste disposal (asbestos landfill) site.

"Office Uses" consisting of professional, business, administrative and government office uses, are also permitted along the frontages of Lawrence Avenue east of Port Union Road. The lands along the Lake Ontario shoreline, south of C.N. rail line and the Valley lands associated with the Centennial and Highland Creeks to the north of the waste disposal site are designated "Major Open Space Uses" and are within the "Environmental Impact Zone".

The Metropolitan Toronto Official Plan (Metro Plan) for the Urban Structure shows the subject lands as being an "Industrial Area" within the "Urban Structure", but states that the redesignation of an "industrial area" in an Area Municipal Plan shall not require an amendment to Metro Plan subject to Metro having regard for:

a) the importance of the subject lands in maintaining a supply of industrial land adequate to accommodate approximately 45,000 additional jobs projected for the period 1976 - 2001;

b) the potential impacts of the proposed uses on the continuing viability of existing or planned industrial development in the vicinity of the subject lands;



EXISTING OFFICIAL PLAN

CENTENNIAL INDUSTRIAL DISTRICT FILE No. W90140

SCARBOROUGH PLANNING DEPARTMENT DRAWN BY E.M. DATE FEB. 7, 1990

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FIGURE 3

ACAD FILE 7040-1

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CHAIRMAN AND
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c) the implications of redesignating Industrial Areas which are well situated in relation to rail lines, expressways, airports, the Toronto Harbour and Port; and

d) the accessibility of rapid transit facilities."

The above criteria have been reviewed and do not pose a problem in reference to Centennial Industrial District. With reference to statement (a), the City of Scarborough alone has enough vacant industrial land to accompany an additional 40,000 jobs. From the period of 1976 - 1991, Scarborough has achieved over 25,000 new jobs. The remaining criteria have been considered and evaluated in this report.

Current Zoning By-law Designations (Figure 4)

- **Centennial Industrial Zoning By-law**

  This By-law applies to the south side of Lawrence Avenue, west of Port Union Road and zones this part of the study area "M - Industrial Uses". The remaining land west of Port Union Road is zoned "MS - Special Industrial Uses" except for the south west corner of the study area which is zoned "O - Major Open Space Uses".

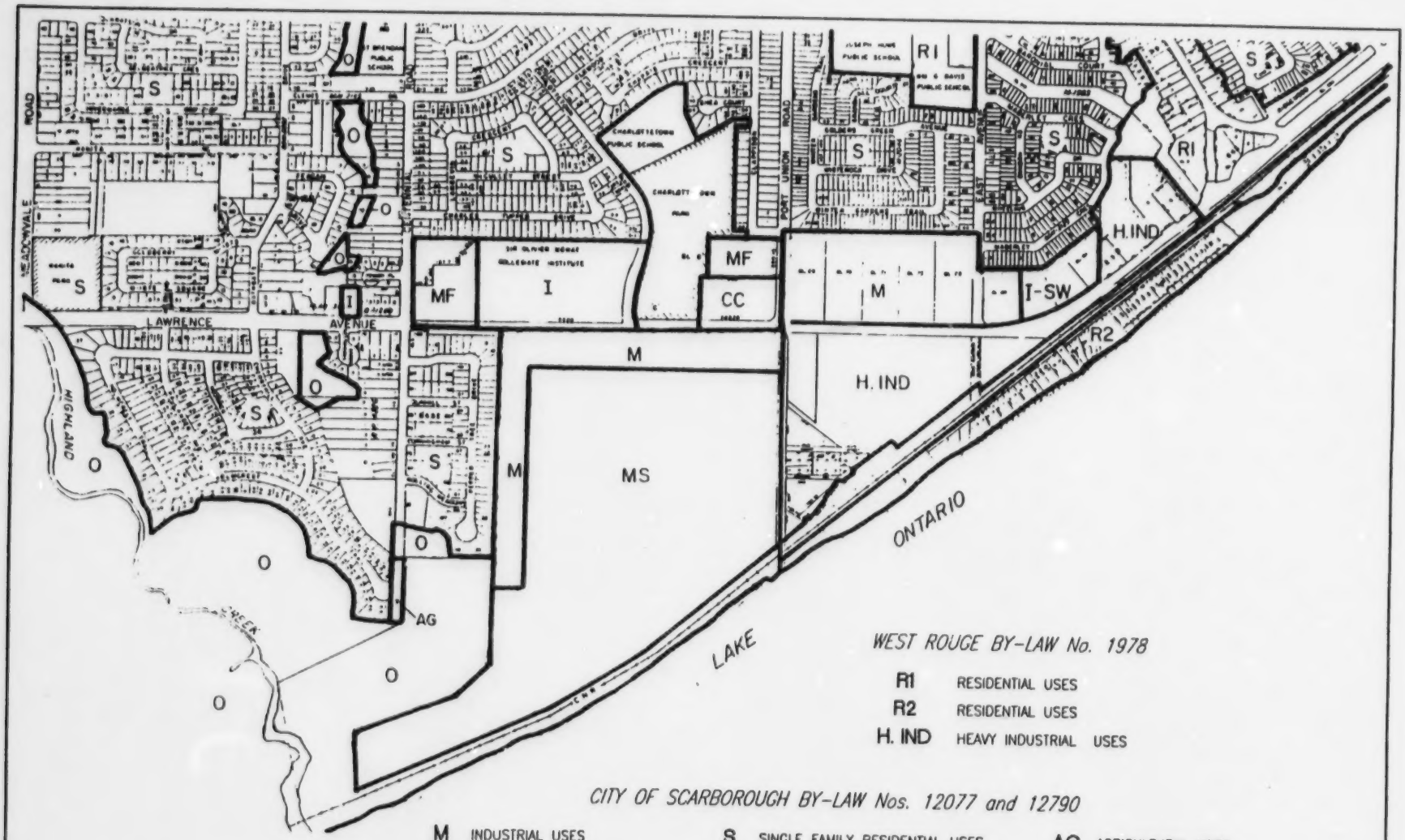
  The north side of Lawrence Avenue, east of Port Union Road is zoned "M - Industrial Uses" and "I - SW - Institutional Uses" to reflect an approved nursing home proposal.

- **West Rouge By-law No. 1978**

  This By-law zones the south side of Lawrence Avenue east of Port Union Road and the north side of Lawrence Avenue at the east end of the study area for "H - Ind - Heavy Industrial Uses". The properties situated between the C.N.R. line and Lake Ontario at the east end of the study area are zoned for "R - Residential Uses". This area is known as Chesterton Shores.

Existing Land Use and Ownership (Figure 2)

Ongoing industrial operations in the District include Canadian General Electric Industries and five smaller industrial activities on Lawrence Avenue, east of East Avenue. The Rouge Hill Go Station and related parking straddle Lawrence Avenue east of the Canadian General Electric Plant. Whatever the future of the Centennial Industrial Area, there is no suggestion that these five smaller industries be discontinued or relocated.



LOCATION AND EXISTING ZONING

CENTENNIAL INDUSTRIAL DISTRICT FILE No. W90140

SCARBOROUGH PLANNING DEPARTMENT DRAWN BY E.M. DATE FEB. 7, 1990

0 500 metres

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FIGURE 4

ACAD FILE 7040-2,

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TO
CHAIRMAN AND
MEMBERS OF THE
PLANNING COMMITTEE

For the most part, the majority of the subject land within the study area has been optioned/purchased by developer organizations:

- Carma Developers Ltd. - control the majority of lands (approximately 30 hectares -75 acres) to the west of Port Union south of Lawrence and extending to the Valley land associated with Centennial and Highland Creek.

- Terravon - the real estate arm of Manson Industries, control approximately 10 hectares (24 acres) immediately west of Port Union Road between Lawrence Avenue and Lake Ontario including the existing plant operation of Manson Industries.

- Bramalea Ltd. - control approximately 8 hectares (20 acres) associated with the Canadian General Electric Plant. These lands are located east of Port Union Road, west of the GO Station, and south of Lawrence Avenue.

- Kingsgarden Reality - control approximately 6.5 hectares (16 acres) immediately east of Port Union Road, west of the GO parking lot and north of Lawrence Avenue.

- Arbroath Investments - control approximately 1 hectare (2.5 acres) north of Lawrence Avenue immediately east of East Avenue.

- Brotherhood Foundation - control approximately 2 hectares (5 acres) north of Lawrence Avenue and east of East Avenue.

Formal applications for redevelopment have been received from all of the above with the exception of Terravon/Manson who continue to operate the plant on site. All development applications are being held in abeyance pending the outcome of this study.

Smaller industrial holdings in the study area include:

- F.T. Ross and Sons Limited - .36 ha (.89 ac)
- Fineline Circuits Limited - .72 ha (2.37 ac)
- Union Manufacturing Limited - 1.1 ha (2.72 ac)
- Vulcan Electric - .30 ha (.74 ac)
- Price and Knott Manufacturing - .32 ha (.80 ac)

TO
CHAIRMAN AND
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II. THE COMMUNITY

Area Profile

The Centennial Industrial District has been in decline. This decline is expected to continue with the Canadian General Electric plant and Manson Industries ceasing operation. The industrial community (the West Rouge Industrial Area) on the north side of Lawrence, east of East Avenue, is generally stable and is expected to continue to operate notwithstanding pressures for alternative land uses in the area.

The Centennial Industrial District has been characterized by large plant, single tenant activity historically established on the basis of the availability of raw water intake from Lake Ontario, rail access, and good local access afforded by Kingston and Port Union Roads. The industrial community was established long before residential development became the predominant land use in the general area. No longer are rail and water factors attractive to current locational demands of present day industry. Efforts to remarket the larger sites for industrial ventures have been unsuccessful. The City is not aware of any effort to remarket the site as a smaller lot business park venture. The large tracts of vacant land which now characterize the area are innocuous to the neighbouring residential communities and provide an open vista to the lake.

Industrial/Residential Relationships

The Centennial Community and Recreation Association and the West Rouge Community Association have actively monitored the review of the Centennial Industrial District. Meetings with the executives of both communities confirms that historically the residential communities have lived in relative harmony with the industrialists. Proposals by the new owners (May 1990) to establish high density residential communities within the study area were not well received.

The adoption by Council of the City's waterfront policies (May 1991) were well received and endorsed by the two residential communities; especially the major issue of securing an accessible waterfront for public use in accordance with the objectives of David Crombie's Royal Commission. Consequently, the Centennial Community Recreation Association and the West Rouge Community Association have reserved judgement on any particular form of redevelopment for the subject lands.

TO
CHAIRMAN AND
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Waterfront Opportunity

The Port Union Waterfront area is only a small component of the Royal Commission's study area which encompasses more than 80 kms of Lake Ontario's shore line. A small component as it may be, it represents a significant component of Scarborough's waterfront and is the only non bluff area offering public access potential.

In terms of policy initiatives, the Port Union Waterfront area has garnered the attention of all three levels of government: the provincial government through the efforts of the David Crombie "Royal Commission on the future of the Toronto Waterfront" and the resulting Watershed Report released in August of 1990; the Metropolitan Planning Department and their draft report, "Planning Directions For The Metropolitan Waterfront" released in June of 1991; and the efforts of the Scarborough Waterfront Committee and the policies adopted by Scarborough Council in May of 1991.

With the adoption of the waterfront policies, a strategy for execution needs to be worked out through the partnerships of all three levels of government. The City of Scarborough will assume a leadership role in the execution of a waterfront strategy for the Port Union area. Due to the interface of the Port Union Waterfront area and the redevelopable lands within the Centennial Industrial District study area, the City's role in coordinating and directing a redevelopment opportunity consistent with the major policy directives for waterfront planning is essential.

It will be up to the respective land owners to translate the policy directives into a development form. It will be the role of the City of Scarborough to ensure that redevelopment is harmonious with waterfront objectives.

TO
CHAIRMAN AND
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III. ECONOMIC VIABILITY

Introduction

Economic viability, more than any other factor, may determine the future of the study area as an industrial district. The City of Scarborough in considering its role in attracting and maintaining employment is concerned about any reduction in inventory of industrial land due to its affects on employment and taxation. However, as in every healthy municipal structure, a balance of interests and flexibility for land uses and market demand is important.

Zoning alone will not attract an industry to a particular industrial district. Market and economic conditions have not been favourable for the remarketing of the sites for industrial employment. With the restructuring and rationalization of industry in Ontario, movement of older and larger industries in Scarborough and Metro Toronto has occurred, leaving vacant industrial sites. In its 1986 Strategy Study, Scarborough's Economic Development Department concluded that, in consideration of the Centennial Industrial District, rezoning to residential or commercial uses may be a viable alternative for these lands.

Traditional economic analysis looks at issues in both a micro and macro context. The following is considered in respect to each analysis.

- Micro Analysis
    - Characteristics of Centennial Industrial District
    - Locational Criteria
    - Strengths/Weaknesses
    - Taxation/Employment
    - Needs Assessment

- Macro Analysis
    - Industrial land inventory
    - Comparison with other Districts
    - Trends in Industrial Land

TO
CHAIRMAN AND
MEMBERS OF THE
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MICRO ANALYSIS

The Centennial Industrial District is one of Scarborough's smallest industrial districts with employment totalling 291. Major employers are Manson Insulation with 85 employees and Fineline Circuits with 65 employees. Fifty-five percent (55%) of the total area of the district is vacant, encompassing 11 fully serviced sites (41.1 ha).

From 1985 to 1990 employment in the district decreased from 304 to 291. With only 291 employees, the Centennial District ranks last in employment compared to other industrial districts in the City. The employment density is 8.8 employees per hectare of occupied land, ranking the Centennial District last in employment density compared to other industrial districts.

Although the Centennial District is close to Highway 401, access to the highway can only be gained through residential areas. The CNR line runs along the southern boundary of the industrial district. The Rouge Go Station is located within the district providing east/west rapid transit.

The majority of land within this district was the former Johns-Manville plant which manufactured asbestos pipe from 1947 to 1980. A portion of this site was rehabilitated by Manville Canada as an asbestos landfill site which was approved by the Ministry of the Environment in June 1989.

The Centennial Industrial District is surrounded by low-rise residential development with some small commercial and retail developments along Lawrence Avenue East and Port Union Road to serve the local community requirements. The Centennial and West Rouge Communities that border the Centennial Industrial District are primarily mature residential communities.

Industrial Location Criteria

There are a number of reasons why an industry locates in a particular area. These reasons may include transit, access, visibility, taxation, labour, cost of housing, neighbouring uses, land costs, supplier networks/linkages, services for industry and employees, housing and physical amenities. The criteria of most significance for the 90's appears to focus on transit, access, visibility, neighbouring uses, labour and land costs.

TO
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Strengths and Weaknesses of the Centennial Industrial District

The following strengths and weaknesses are observed when considering the Centennial Industrial District.

- Strengths

1. Land availability - (land assembled and serviced) potential for special theme
2. Go transit and T.T.C. for east/west employee access
3. Labour supply in Scarborough excellent

- Weaknesses

1. Isolated industrial district.
2. Surrounded by residential uses. Travel to industrial community requires travel on an arterial which primarily serves residential traffic.
3. Access/Transit:
   - Vehicular transit
   - East/West - no direct access to Durham (except Go transit)
   - no expressway to the West to Toronto
   - North/South - access to highway 401 through residential areas
4. Land Cost - may be affected on the Manville land by the cost of the asbestos cleanup.
5. Visibility - lacks visibility on major highway and has visibility only on one major arterial road (Lawrence Avenue). Not a well travelled road in comparison to other roads such as Sheppard Avenue, Eglinton Avenue etc.
6. Lack of support services for industry in area. (These services could perhaps be incorporated in plan for redevelopment of district).
7. Closeness to waterfront and Rouge - possible conflict with waterfront policies ie. difficult to implement industrial scenario which satisfies waterfront objectives.

TO
CHAIRMAN AND
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Taxation/Employment

On the 41.1 ha of vacant land the following taxes and employment could be generated with the current zoning which allows 50% coverage.

- Taxes: Total - $7.4 million
  (if land developed for industrial)
- Scarborough's Share - $1.7 million
- Employment: Approximately 3,000 to 4,000 jobs based on 50% coverage and 2 employees per 100 m^2.

These factors rate high priority in consideration of Council's Strategic Plan which gives high ranking to high employment, balanced assessment, and taxation.

These statistics will provide a useful basis for comparison with other redevelopment scenarios and the resulting impact on the tax base. This comparison can be made in Phase II of the study process should Council instruct a review of redevelopment options.

Needs Assessment

The following options may be required to enhance Centennial Industrial District as a desirable location for industry.

- Transportation Improvements
  - Eastern extension of Lawrence Avenue to Durham for better access and increased exposure for industry (violates Council policy not to link Lawrence/Bayly).
  - Widening of Port Union Road for truck transit and increased vehicular movement.
- Reduce Cost of Land
  - Deliberately lower land costs to attract smaller companies who have land/leasing costs as major considerations.

TO
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- Municipal Purchase

  - City of Scarborough purchases to develop and market a small business park. This would require a major capital expenditure by the municipality and a thorough analysis of potential sectors of growth (ie. medical park) to determine a good fit for the location.

MACRO ANALYSIS

Inventory of Industrial Land

The following review is based on data provided by the City's Economic Development Department. In 1991 there were 10,388 hectares (25,668 acres) of designated industrial land in Metropolitan Toronto with the majority of the vacant land in Scarborough. This land is distributed throughout Metro as follows:

Designated and Vacant Industrial Land in Metro Toronto, 1991

Total	Designated Industrial	Vacant Industrial
Scarborough	2,909 ha (7,188 acres)	827.6 ha (2,045 acres)
Etobicoke	3,642 ha (9,000 acres)	246.8 ha (610 acres)
North York	2,428 ha (6,000 acres)	72.8 ha (180 acres)
Toronto	1,019 ha (2,518 acres)	101.2 ha (250 acres)
East	210 ha (520 acres)	12.1 ha (30 acres)
York	180 ha (445 acres)	11.3 ha (28 acres)
Total:	**10,388 ha (25,668 acres)**	**1,271.8 ha (3,143 acres)**

Scarborough's inventory of vacant industrial land totals 827.6 ha (2,045 acres) or approximately 65% of the total vacant land in Metro Toronto.

TO
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The distribution of industrial land including 827.6 ha of vacant industrial land within Scarborough's Industrial Districts in 1991 is as follows:

Distribution of Industrial Land

Industrial District	Area (hectares)	Vacant Land (hectares)	Vacant Land Fully Serviced (hectares)	Number of Vacant Sites
Birchmount	27.2	1.8	1.8	1.0
Centennial	74.1	41.1	40.0	11.0
Coronation Drive	80.2	6.7	6.7	5.0
Dorset Park	100.6	0.5	0.5	1.0
Ellesmere	91.6	5.7	5.7	1.0
Golden Mile	261.1	2.1	1.4	2.0
Knob Hill	89.0	5.7	5.7	5.0
Malvern	70.0	17.7	17.7	7.0
Marshalling Yard	380.1	33.3	33.3	13.0
Milliken	178.9	50.4	50.4	31.0
Neilson	67.7	12.2	12.2	2.0
Oakridge	73.9	0.0	0.0	0.0
Progress East	127.0	14.0	14.0	5.0
Progress West	129.6	6.2	6.2	5.0
Rouge	214.3	134.2	130.8	53.0
South Agincourt	54.0	2.7	2.7	2.0
Steeles	59.0	2.2	2.2	1.0
Tapscott	708.5	490.9	48.8	90.0
Wexford	122.4	0.2	0.2	1.0
All Districts	**2909.2**	**827.6**	**380.3**	**236.0**

Having the most vacant industrial land in Metro provides an advantage for Scarborough over the other Metro municipalities. It also gives Scarborough a great deal of flexibility in developing an employment strategy which may include removing from inventory certain industrial lands in favour of other land uses.

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- Land Absorption

Based on historic trends and the current rate of absorption at 35.8 ha (88.5 acres) annually Scarborough's supply of vacant land is projected to last approximately 20 years. However, there is some consensus that the inventory of industrial space may be overbuilt in the Metro area and this could result in very negligible amounts of new construction activity (and land absorption) for the remainder of the 1990's.

Absorption of Industrial Land
Scarborough's Industrial Districts
1986 - 1991

Year	Hectares	Acres
1991	6	14.8
1990	21.1	52.1
1989	25.5	63.0
1988	37.2	91.9
1987	72.4	178.9
1986	52.6	130.0
Annual Average	**35.8**	**88.5**

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- Vacant Land Concentration

  - Tapscott Industrial District

    (North of 401 between Steeles and Finch)
    This district has the best attributes as a new industrial/employment district with all the major advantages industry requires. The absorption rate in this district is the highest in Scarborough.

    Vacant Land: 490.9 ha (1,213.0 Acres)

    Serviced - 48.8 ha (120.6 Acres) - Only 10% serviced.

  - While Scarborough Council has supported pre-servicing in the Tapscott industrial area, the Province has questioned the City's approach to watershed master drainage planning in the area and are requiring that watershed planning be implemented before pre-servicing could be supported.

  - Rouge Industrial District

    (North of 401 - between 401 and Venture Avenue, east of Morningside Road)
    This district has excellent attributes as a prestige business district.

    Vacant Land: 134.2 ha (331.6 Acres) - 95% serviced.

  - Milliken Industrial District

    This district has undergone some physical and zoning changes with a high degree of new industrial, office and retail development.

    With the extension of McNicoll Avenue, some 15 acres of land previously land locked will soon become available. Again the district has all the major advantages business requires.

    Vacant Land: 50.4 ha (124.5 Acres) - 100% serviced.

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Comparison with Other Industrial Districts

Centennial Industrial District has a number of features that set it apart from other districts within Scarborough. These features include:

- Waterfront exposure
- Assembled, serviced, available land
- Limited direct access
- Lack of visibility

Some of the above features place Centennial Industrial District at a disadvantage when compared to the many advantages districts like Tapscott, Rouge and Milliken have to offer. As stated previously, Scarborough has a major advantage over other municipalities in Metro Toronto because of the City's inventory of vacant land. Other cities are focusing on redevelopment since they have little opportunity for new greenfield development of industrial lands whereas Scarborough has this opportunity.

The following chart provides a comparison of Centennial Industrial with other major industrial areas in the City.

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Industrial Comparison

	Centennial	Tapscott	Rouge	Milliken
Size	74.1 ha	708.5 ha	214.3 ha	178.9 ha
Transportation	TTC/GO	TTC	TTC	TTC
Direct Access	limited	multiple access	direct 401	all directions accessible
Visibility	waterfront	excellent road frontages	401 and Sheppard	major arterials frontage
Land Assembly	Yes	Yes	Yes	Yes
Serviced	100%	10%	95%	100%
Supplier/ Customer Links	smallest employment district/limited supplier links	excellent	excellent	excellent
Vacant Land	55%	70%	63%	9%
Current Employment	291 decreasing trend	10,523 increasing trend	1,615 increasing trend	7,507 increasing trend

- Waterfront Industrial Districts Within Metro

The Cities of Toronto and Etobicoke which have industrial areas that front onto the waterfront are undergoing serious study to determine economic viability, redevelopment potential, and opportunity in consideration of the Crombie Commission recommendations. The Centennial Industrial District is different from waterfront industrial districts in Toronto and Etobicoke in several ways:

- Centennial is comprised mostly of vacant land (higher percentage of vacant land in Centennial versus situations in Toronto and Etobicoke);

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- Centennial has less industry and jobs than districts in Toronto and Etobicoke (Centennial's 300 jobs versus an average of 1,500 jobs in Etobicoke and Toronto); * Source (City of Toronto and City of Etobicoke)

- Access is better in Toronto and Etobicoke (QEW, Lakeshore);

- More infrastructure and services for business in Toronto and Etobicoke.

The outcome of some of the studies in Toronto and Etobicoke have been mixed, with some districts remaining industrial and others being targeted for redevelopment in line with the Crombie Commission, and housing requirements. Essentially, the districts with the greatest locational advantages will remain industrial. This notion is reflected by the Toronto Economic Development Corporation's recent acquisition of major port industrial holdings previously controlled by the Toronto Harbour Commission. Press reports indicate that it is T.E.D.C.O.'s objective to maintain and promote industrial development/redevelopment on these lands. Centennial in comparison to waterfront districts in Toronto and Etobicoke has less advantages for industry due to its remote location.

Industrial Land Trends

The following industrial trends reflect activities in Metro as observed by the Scarborough Economic Development Department.

- Metro-wide decline in manufacturing (manufacturing's share of total employment growth has declined);

- Departure of larger manufacturing operations;

- Increase in smaller sized light industry within multi-tenant buildings;

- Service Sector Growth - 95% of net job growth in Metro between 1983 and 1988 (50% of that growth in finance, insurance, communications, and business services - these sectors provide high paying intensive employment).

As a general principle, industrial land use strategies should incorporate the changes and trends that are occurring in the marketplace to ensure the attraction and retention of business.

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SUMMARY

The determination of the economic viability of Centennial Industrial district does not yield a simple answer. The district is suitable for industrial development if significant investment is made to upgrade infrastructure, and to support marketing efforts. The district will not yield economic returns if the land remains vacant.

Historically, Centennial was a viable district with major industrial users, however this district is no longer functioning as a employment growth area. Employment and demand for sites in Centennial has decreased.

There are various options available to stimulate economic returns for the City with respect to Centennial. Maintaining the zoning as industrial is not the only answer because zoning on its own will not accrue economic benefits. In this case, keeping the zoning industrial could incur an opportunity cost, lost revenue from not using the land at its highest and best use.

Scarborough has two choices each with long and short term economic consequences -- MAINTAIN INDUSTRIAL OR REDEVELOP.

INDUSTRIAL ONLY OPTION

ALTERNATIVES:	DO NOTHING	MUNICIPAL PURCHASE
SHORT TERM EFFECTS	NO JOBS LITTLE TAX MONIES UNDER UTILIZED LAND	CAPITAL INVESTMENT OPERATING COSTS - STUDY & MARKETING.
LONG TERM EFFECTS	STATUS QUO (SAME AS ABOVE)	DEVELOPMENT OF SPECIALIZED PARK JOB AND TAX CREATION
NET EFFECTS FOR MUNICIPALITY	NO CASH INFLOWS	SHORT TERM - CASH OUTFLOWS. LONG TERM - TAX AND EMPLOYMENT GAINS

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REDEVELOPMENT ALTERNATIVE

OPTION:	REZONE TO SUIT CITY PRIORITIES
SHORT TERM	-INCORPORATE WATERFRONT POLICY AND SET AN EMPLOYMENT TARGET IN DEVELOPING A MIXED USE PROJECT WITH LANDOWNERS. (COMMERCIAL/SERVICE, TOURISM EMPLOYMENT) - PROTECT REMAINING INDUSTRIAL AREAS WITH A DISTRICT BY DISTRICT EXAMINATION AND STRATEGY.
LONG TERM:	-MUNICIPAL COMMUNITY PRIORITIES MET - WATERFRONT, TOURISM PROJECTS. -EMPLOYMENT AND TAX GENERATION -NO MAJOR CASH OUTFLOWS FOR CITY -STUDY COMPLETED AND MASTER PLAN DEVELOPED FOR INDUSTRIAL DISTRICTS AND COMMERCIAL CENTRES.
NET EFFECTS:	-COOPERATIVE APPROACH TO ACHIEVING MUTUAL BENEFITS. -EMPLOYMENT, WATERFRONT AND HOUSING PRIORITIES ACHIEVED.

In conclusion, serious consideration should be given to the redevelopment of centennial for both the short and long term economic benefits. The Centennial Industrial District study illustrates the need to re-evaluate and plan for the future of our industrial areas before they become vacant or absorbed piece by piece by other uses.

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IV. ENVIRONMENTAL

The Valleylands

Within the Centennial Industrial District study area, the valley lands associated with the Centennial and Highland Creek watercourses are key components of the study area (see Figure 3). In the context of linkage and public access, these valley lands should be retained in public ownership and ideally under the supervision of the Metropolitan Toronto and Region Conservation Authority.

The Asbestos Landfill Site

The asbestos landfill site which constitutes approximately 11.0 hectares (28.0 acres) is an approved Landfill site under the Environmental Protection Act. As such, an ongoing monitoring program is in place to ensure long term environmental stability of the site.

Due to its strategic location along the waterfront, its raised elevation and the spectacular views afforded, the landfill cell offers prime linkage opportunity for pedestrian access to the waterfront. Under no circumstances should this cell support structures for employment or residential related uses. As a preferred alternative, the landfill cell offers great potential for active/passive recreation uses. Ideally these lands should be in public ownership to provide a green space linkage along the waterfront as well as park and playground activities to serve the existing residential communities nearby.

V. INFRASTRUCTURE

Sanitary Sewers

The City's Works and Environment Department has concluded that the sanitary sewer outlet located on Lawrence Avenue is capable of handling either an industrial land use or other form of land use redevelopment proposal. Due to the existing topography of all of the lands south of Lawrence, redevelopment will require that a sewage pumping station be developed to raise the sanitary sewage to the outlet sewer on Lawrence. The area at the north-east quadrant of Port Union Road and Lawrence Avenue could be directed easterly through a proposed sewer to the West Rouge Sewage Pumping Station or alternatively the flows could be directed to the Cumber Drainage Shed. Both systems have capacity to handle the flow from industrial or other forms of redevelopment. Regardless of the direction of flow, all lands within the Study area can be serviced if on site sewers and a pumping station are constructed.

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Storm Sewers

- **Minor Storm Drainage**

  The Works and Environment Department advise that the existing 1650 mm storm sewer outlet located at Port Union Road and the existing 1950 mm sewer near the GO station and a new proposed sewer outlet to the Centennial Creek should be sufficient to service the area. Another possible alternative to service the Carma site would be to construct a new storm sewer outfall directly into Lake Ontario.

  Generally, for storm and sanitary sewers, permanent easements in favour of the City will be required for the lands south of Lawrence to allow for the crossing of different ownerships of land.

- **Major Storm Drainage**

  For the major storm event, detention may be required at the south limit of Port Union Road. Alternatively, some form of pedestrian/overland flow route could be constructed as an underpass beneath the CNR to convey the major storm runoff direct to the lake and provide public access to the waterfront. Grades, volume of flow, size of pedestrian walkway/overland flow route and costs would have to be addressed at a later date when more information is known.

  The Centennial District Master Servicing Study dated September 1990, prepared by Proctor and Redfern Limited has been accepted in principle by the Works and Environment Department.

From an engineering point of view, it would not make a significant difference whether the lands are developed as industrial, commercial, or residential uses. Municipal services are available or can be constructed (by developers) to accommodate any redevelopment proposal.

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VI. TRAFFIC AND TRANSPORTATION

Existing Transportation Conditions - Roads

Port Union Road, north of Lawrence Avenue, and Lawrence Avenue are arterial roads under the jurisdiction of Metropolitan Toronto. Both roads have a 36 metre right-of-way designation in the Metro and Scarborough Official Plans. A 36 metre right-of-way can accommodate a 7-lane road cross-section. All other roads in the immediate area fall under the City's jurisdiction.

All signalized intersections close to the Centennial Industrial District ie: Port Union and Lawrence, Lawson, Island, operate well below their design capacity during all times of the day including peak hours. To the north of the study area, on Port Union Road at the intersection of Kingston Road/Sheppard Avenue, the existing traffic demand reaches near capacity during both the a.m. and p.m. peak hours. This capacity situation is largely due to the lack of road capacity in the east end of Scarborough and the amount of inter-regional traffic between Durham Road and Metro Toronto using this intersection. This existing capacity condition should improve somewhat when the Highway 401 widening is completed in approximately five years.

Existing Traffic Conditions - Transit

- **T.T.C.**

  Three bus routes; the Rouge Hill service from north of the 401 via East Avenue, the York Mills service via Ellesmere Road - Military Trail - Lawson Road - Port Union Road and the Lawrence East service all interface with the Rouge Hill GO station. These three routes operate seven days a week and link with the Yonge subway in the case of Lawrence and York Mills service. The Rouge Hill service connects to the Sheppard Avenue buses at Meadowvale Road.

- **GO**

  GO Transit provides all day service on the Lakeshore East line seven days a week with a basic 20-minute headway service during the weekday a.m. and p.m. peak periods, and hourly service the remainder of the week. GO service caters primarily to work trips to Union Station with approximately 95% of all GO Transit System passengers having their destination at Union Station. The service is available, however, in the off-peak direction if areas such as the Centennial Industrial District were to become a work trip destination.

LOCAL STREETS and ARTERIALS

CENTENNIAL INDUSTRIAL DISTRICT

SCARBOROUGH PLANNING AND BUILDINGS DEPARTMENT

DRAWN BY E.M.
DATE FEB. 5, 1992

0 250 500 1000 metres

N

FIGURE 5

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Summary of Existing Conditions

Southeast Scarborough and the study area specifically, is adequately served by roads and transit at the present time. The private automobile provides the primary mode of travel for most trip purposes.

The exception is the weekday work trips to the Downtown Toronto area. A major travel survey conducted by the Province in 1986, known as the Transportation Tomorrow Survey, found 80% of those people living in the extreme east end of Metropolitan Toronto, which includes the Centennial Community, and working in the Downtown Toronto area, used GO Transit service for their journey to work. This finding is very significant and assists in explaining the importance of the Rouge Hill GO station to the area residents and the influence this station has for their journey to work to the Downtown core of Toronto. The Rouge Hill GO station is on the other hand of little importance, at this time, to employees travelling to the existing industries in the Centennial Industrial District.

As identified in the findings of the 1986 Highland Creek Transportation Study, Port Union Road should be widened. The existing cross-section is not consistent and this lack of lane continuity results in some operational problems during peak hour trip periods. There is enough road right-of-way to accommodate this widening. However, it has not been a priority to Metro Toronto.

Future Conditions

Two transportation issues in the east end of Scarborough could have a bearing on any decision to effect land use change in the Centennial Industrial District: inter-regional east-west road capacity between Scarborough and Pickering and, access to the waterfront.

- **East-West Roads**

  The existing Official Plans for Scarborough, Metro Toronto, Pickering and Durham Region show the planned connection of Lawrence Avenue in Scarborough to Bayly Street in Pickering. In November of 1990, Scarborough Council resolved to remove the Lawrence Avenue extension from Scarborough's Official Plan, and requested Pickering, Durham, and Metro Toronto "to take equally responsive action to delete this linkage

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concept from their respective Official Plan documents". Council also requested the Province to endorse the removal.

The affected Official Plans indicate future arterial road connections at Lawrence Avenue, Finch Avenue, and Steeles Avenue. Durham Region has constructed Taunton Road from Altona Road in Pickering to Town Line Road opposite Steeles Avenue. This section is not yet open; however, the approved plan will see Taunton Road bridge the West Duffin Creek and be continuous through Durham Region. Metro Toronto is currently completing the necessary Environmental Assessment for Steeles Avenue between McCowan Road and the Pickering Town Line for the future road widening. The final decision to widen will be contentious as Steeles Avenue passes through the newly created Rouge Valley Park.

Finch Avenue was planned to connect with Rossland Road in Durham Region. The creation of the Rouge Valley Park has likely eliminated the possibility of ever achieving an east-west connection as planned.

Scarborough Council also resolved to delete the planned, more direct connection of Twyn Rivers Drive (easterly extension of Sheppard Avenue) to Sheppard Avenue in Pickering, from the City's Official Plan.

The travel demand between Durham Region and Metro Toronto has greatly increased over the past 10 years as Durham Region, including Pickering, Ajax, Whitby and Oshawa, have grown. Given the expected growth still to take place in Durham, commuting pressure on the mutual boundary will not go away. In absence of future east west connections, redevelopment in the Centennial Industrial Area will be expected to increase traffic volumes on the existing street network presently serving the area and in particular, north-south links which access the 401.

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- **Waterfront Access**

  If Port Union Road becomes a major access point to the Scarborough waterfront, this could have implications for the portion of the Centennial Industrial District adjacent to Port Union Road south of Lawrence Avenue. A decision will have to be made concerning pedestrian only access versus combined vehicular/pedestrian access. If pedestrian only access is decided on, there will be a demand for parking north of the C.N. Rail Line. The large GO parking lots could provide some of this parking, especially on weekends when the peak waterfront demand will occur. A system of shuttle buses connecting these parking lots to the waterfront might be beneficial.

Industrial Versus Residential

From a traffic generating perspective, it is much easier to accurately predict the magnitude of traffic that would result from the development of residential uses than it is to predict future traffic from employment uses. In traditional transportation and traffic planning practice, the typical approach is to examine the weekday a.m. and p.m. peak hours to determine the order of magnitude of traffic generated during the peak generating times. This applies to both residential and employment uses. The following overview is meant to give a better understanding of the vehicle generation one could expect if the Centennial District was to develop for industrial use.

Industrial

For the purpose of this assessment, it is assumed that there is a total of approximately 150 acres of land that could be redeveloped. Assuming that the 150 acres were totally redeveloped with more prestigious industrial development, this could yield upwards of 3,000-4,000 employees based on 50% intensity and two employees per 100 m^2. This amount of employment would result in 2,500-2,800 peak hour direction vehicle trips. This assumes that 20% travel by transit, 60% arrive/departure during the peak hour, and an auto-occupancy of 1.1 persons per vehicle.

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This amount of additional vehicle traffic would require the widening of Port Union Road, likely to six lanes, and could put pressure on the need for other road connections such as the Lawrence Avenue extension.

A successful Centennial Industrial District would also generate a significant amount of truck traffic. The amount, however, is not possible to approximate. Lawrence Avenue and Port Union Road would be the main routes for this truck traffic. One benefit of industrial development to the existing residents is that the majority of traffic is generated on week days with very little generated on the weekends. The existing road network could be improved, with road widenings primarily on Port Union Road, to accommodate traffic generated by the full redevelopment of the Centennial Industrial District for industrial development.

Residential

The resultant vehicles generated by residential development is dependent upon the number and type of dwelling units built. One factor worth noting is that, as residential density increases the resultant number of trips generated per unit decreases. Single-Family dwellings, therefore, generate the greatest vehicle trips per unit while high density seniors housing generates the lowest number of vehicles per hour.

A full development of the Centennial District for residential use would require a widening of Port Union Road to 4 lanes plus turn lanes at signalized intersections. This widening would be consistent with the findings of the Highland Creek Transportation Study.

Unlike industrial development, residential development will generate weekend traffic.

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VII. PARKLAND

Parks and Open Space

With an expected population of 18, 100 the Centennial Community meets the Official Plan guideline of 0.70 ha of neighbourhood and community level parkland per 1000 residents. At the district parkland level and using an expected population of 47,400 the Parks Planning District 8 (Centennial and West Hill Communities) is deficient 7.93 ha of district level parkland, primarily for active uses. With the development of East Point Park (9.30 ha) by the Metropolitan Toronto Parks and Property Department the district park deficiency will be corrected.

A listing of parks and recreation facilities is provided in Appendix B.

Existing Recreation and Parks Facility Issues

With the completion of the West Rouge Community Centre renovations, there are no major outstanding recreation facility issues in the Centennial Community.

The West Rouge Soccer Association is concerned over the potential loss of the two soccer fields temporarily established in the Centennial Industrial District which are currently leased by the Recreation, Parks and Culture Department from Coscan. No alternate location for these fields has been found and youth participation in this program remains high.

Adams Park is scheduled for a major upgrading of the parking lots in 1993.

The redevelopment of the north portion of Charlottetown Park is proposed in the 1992 Major Renovation of Parks program. The toboggan hill, softball diamond and playgrounds will be improved.

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Scarborough Waterfront

The analysis of the Lake Ontario shoreline by the Scarborough Waterfront Committee has identified a potential trail route from Rouge Beach Park to the mouth of Highland Creek and East Point Park. With the exception of parts of the Chesterton Shores area, most of the land is in public or semi-public agency ownership.

There is an opportunity through the redevelopment of the Centennial Industrial lands to improve public access to the waterfront. This general objective should be included in the Secondary Plan.

New Parkland and Facilities

If medium and high density residential development is considered for the Centennial Industrial Community the alternative requirement permitted by the Planning Act (up to 1 ha/300 units) could be used to obtain an appropriate mix of active and passive parkland. The policies and mechanisms for acquiring the property are detailed in the Recreation, Parks and Culture Department's report: "Recreation, Parks and Culture Department Policies for Residential and Mixed Use Development in Scarborough's Industrial Areas". These policies could be used if residential development is considered in the Secondary Plan.

The existing Port Union Community Recreation Centre is adjacent to the Centennial Industrial Area. Any major indoor recreation facility development issues arising from the new development could be considered in a future expansion to the existing recreation centre.

Schools (Figure 2)

The Metropolitan Separate School Board has advised that an industrial alternative for the study area is not an issue with the Board. However, there is a definite link between additional residential development in the study area and the need for a new school.

At present, the entire Centennial Community area is served by the St. Brendon elementary school on Centennial Road. This school is at capacity with an enrollment of 511 students. The Board owns a vacant site on East Avenue and the Board has advised that this site would factor into any increased enrollment demand as a result of the redevelopment of the

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Centennial Industrial Community into a residential community providing an adequate school population were to be generated.

High school students from the Centennial Community area are accommodated at Pope John Paul II Secondary School on Military Trail. This school is presently operating at capacity (1,150 students) and there are 9 portables on site.

The Scarborough Board of Education advises that there are four junior public schools, one senior public school, and one high school serving the Centennial Community.

The four junior elementary schools; Centennial Road, Charlottetown, Wm. G. Davis, and West Rouge are all operating at or beyond capacity. The Board owns one vacant site on Wanita Road but can't justify constructing a school on this site due to the stability of the neighbourhood. Ideally, the Board would like a new site provided within the Centennial Industrial area at the time of redevelopment to a residential community.

Students in grades 7-8 are accommodated at Joseph Howe public school. This school is operating at capacity. High school students are accommodated at Sir Oliver Mowat and this school is operating slightly below capacity.

School facilities in the immediate area of the study area are shown on Figure 2.

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VIII. LINKAGES AND STREETSCAPE

Streetscapes

The Centennial Industrial District offers two opportunities for improved streetscape design. The first is along existing thoroughfares in the area. The second is along new streets which may be formed as redevelopment takes place. In either case the nature of the streetscapes will be dependent on the nature of the redevelopment itself.

In the Centennial Industrial District, Lawrence Avenue and Port Union Road are the major existing arterial roads. Both offer the prospect of improved access to the waterfront. Streetscapes can be designed for Lawrence and Port Union which complement any redevelopment scenario.

Streetscape interventions on new roads will go a long way toward setting the overall tone of redevelopment in the Centennial Industrial District and may also avoid the negative impacts of increased traffic on existing roads. As the direction of redevelopment becomes clearer, streetscape guidelines can be produced which enhance the initiatives taken.

In all cases, both new and existing streets must be attractive, functional, convenient and safe, and provide a compatible transition to the residential community to the north. In the Phase II study stage of consideration of the Centennial Industrial District, specific streetscape interventions and urban design guidelines could be produced as an integral part of the redevelopment strategy.

Waterfront

The City of Scarborough has been examining the Scarborough Waterfront for the past two years. This has been a thorough process and has involved a great deal of liaison with members of the public and agencies with an interest in the waterfront. In May 1991, Council approved Official Plan policies for the waterfront.

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The thirteen policies (See Appendix A) are foundation or initial statements which envision the waterfront remaining essentially natural and more publicly accessible. These policies also state that as more detailed studies are done of specific waterfront areas, new Official Plan policies will be produced. The role of the study area within a waterfront which is "clean, green, useable, diverse, open, accessible, connected and available to all", will be a critical factor regardless of the preferred future land use. The redevelopment of the area will simultaneously respond to and help set policies for the waterfront and may accelerate implementation of waterfront goals. Redevelopment concepts will be produced with input from City design staff to promote compatibility between any proposals and the City's objectives for the waterfront.

The acknowledged uniqueness of the Port Union waterfront area and the desire to "cash in" on an unparalled opportunity provided by this area could most likely be accomplished by the development of land uses which promote human interaction, residency, recreation and commerce. Redevelopment of the area with industrial land uses may fall short of achieving an optimal result and discourage an interactive environment of waterfront and people.

The concept of a Port Union Village along Port Union Road may be easier to implement with adjacent residential uses. It may also be the source for some employment in the area, ie. retail, office and service.

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IX. CONCLUSIONS

The review of the Centennial Industrial District area has considered a number of issues and factors, many of which are considered major determinants toward a recommendation for future land use in the area. Specifically, the potential for maintaining the area as a viable industrial community is the prime consideration of this report.

As a result of the study process, the major findings are highlighted as follows:

Characteristics of Study Area

- Centennial Industrial District comprises of approximately 60 hectares (150 acres) of primarily vacant under-utilized land.
- Study area surrounded by mature, stable residential neighbourhoods.
- West Rouge Industrial area comprises a small community of viable industries within the Centennial Industrial District which are expected to operate indefinitely.
- Present official plan policies and zoning regulations provide opportunities for industrial development.
- The majority of the study area has been optioned/purchased by developers who contemplate non-industrial uses.

Waterfront Issues

- Centennial Industrial District considered a key component of Scarborough's waterfront redevelopment initiatives and future directions must be consistent with the City's waterfront planning policies.
- Centennial Industrial District and Port Union waterfront area of interest to local, Metro, and Provincial government and City of Scarborough must provide a leadership role in executing redevelopment.

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Economic Viability - Micro Analysis

- Centennial Industrial District has experienced declining interest as a viable industrial community.
- Marketing efforts directed toward industrial users have been unsuccessful.
- Restructuring and rationalization of industry in Ontario has had an impact on the older and larger industrial communities.
- Current employment within Centennial Industrial District approximately 300 with steady declines during the last five years. Centennial Industrial District has lowest employment density per hectare within Scarborough.
- Centennial Industrial District's strengths include availability of land, proximity to GO transit for east-west movement and excellent labour supply.
- Centennial Industrial District's weaknesses include isolation, proximity to residential uses, access to 401 only through residential area, high land costs, low visibility, lack of support services and proximity to the Rouge River.

Economic Viability - Macro Analysis

- Scarborough has the majority of vacant industrial land (approximately 65%) of total vacant land in Metro Toronto.
- Large inventory of vacant industrial land gives Scarborough a great deal of flexibility in developing industrial strategies.
- Scarborough's industrial land inventory sufficient to last 20 years at present rates of absorption.
- Emphasis on waterfront planning and public access to the waterfront places Centennial Industrial Community at a disadvantage compared to other viable industrial districts in the City.

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Environmental Issues

- Valleylands associated with the Centennial and Highland Creeks are a major environmental component.
- The asbestos landfilled site has potential for future passive recreational opportunities in conjunction with waterfront planning objectives.

Servicing Issues

- Centennial Industrial District has adequate sanitary capacity to sustain industrial, residential and other forms of redevelopment.
- Storm water management alternatives available in support of any redevelopment scenario.
- On the premise that Centennial Industrial District would remain industrial, the widening of Port Union Road between Lawrence and Highway 401 is recommended.

Transit Issues

- Three TTC routes interface with Rouge Hill Go Station.
- 95% of Go Transit passengers have Union Station as destination.

Roads and Traffic Issues

- Lawrence Avenue/Bayly extension linking Scarborough and Durham Region not supported by Scarborough Council.
- Port Union Road as an access to the Scarborough Waterfront requires associated developments for vehicular and pedestrian access including parking lots and separation from CN rail line.
- A fully redeveloped Centennial Industrial park will generate considerable truck traffic particularly during week days.

TO
CHAIRMAN AND
MEMBERS OF THE
PLANNING COMMITTEE

Park and Recreation Issues

- Considerable inventory of park and recreation related facilities in the Centennial Community proximate to the Centennial Industrial District.
- System of hiking trails endorsed for waterfront areas.

Schools

- Both public and separate school facilities at or beyond capacity. Redevelopment resulting in new pupil generation would require new school development.

Streetscape Issues

- Redevelopment of Centennial Industrial District will require major improvements to streetscape along Port Union Road including access to the waterfront.

Respectfully submitted,

Wayne Quinn, Manager
Community Planning Division

WQ:nd

Concurred in,
Peter Poot
Commissioner of Planning and Buildings

APPENDIX 'A'

WATERFRONT POLICIES

CITY OF SCARBOROUGH 6-49
Clerk's Department

RECOMMENDATION EMBODIED IN REPORT NO. 11 OF THE PLANNING COMMITTEE
ADOPTED BY COUNCIL AT ITS MEETING HELD ON MAY 27, 1991

3 Official Plan Amendment Appln. W89040
CITY OF SCARBOROUGH
The Scarborough Waterfront

COMMITTEE RECOMMENDATION

Committee recommends adoption of the recommendations contained in the following report subject to the following amendment:

Amend Recommendation #5 to add the word "density" following the word height in the second line.

EXECUTIVE SUMMARY

The purpose of this report is to recommend Official Plan policies respecting Scarborough's waterfront.

The policies have been developed through the deliberations of the Waterfront Committee, through the public participation process and through liaison with other levels of government and their agencies having waterfront interests.

The proposed policies state that the waterfront should be generally available to the public for diverse recreational needs while remaining primarily natural. The proposed policies do not preclude some forms of development should Council so decide.

A highlight of the process leading to these policies was the considerable liaison between Scarborough, Metro Toronto and the Royal Commission on the Future of the Toronto Waterfront. Policies emerging from all three agencies seem to be leading to a consensus position that the waterfront is an important resource to be protected for future generations.

Extensive city-wide notification of the proposed policies resulted in a small response.

RECOMMENDATIONS

That Council amend the Official Plan as follows:

Add the following Policies to the Scarborough Official Plan; Section 2 - General Policies

2.5.3 Waterfront Policies

The Lake Ontario waterfront within Scarborough's boundaries is of exceptional aesthetic and

natural interest. Policies are required to direct activities in and around the area. The waterfront should remain primarily natural and be generally accessible to the public for purposes of recreation. Undertakings in the waterfront area will respect adjacent neighbourhoods and promote and enhance the natural theme.

It is the policy of Council that:

1) the environmental well being of the Lake Ontario waterfront in Scarborough shall be protected and enhanced.

2) the waterfront shall be generally available as a public resource.

3) access to the waterfront shall be improved providing that existing man-made and natural environments are respected.

4) undertakings in the waterfront area will be assessed relative to their effects on the eco-system, responding to the principles that the waterfront area should be clean, green, usable, diverse, open, accessible, connected, safe and available to all.

5) development beyond the area to be preserved for public purposes shall not overpower the waterfront in terms of scale, height and access.

6) the lead role in local waterfront planning will rest with the City of Scarborough. The City of Scarborough may negotiate Waterfront Partnership Agreements with the Province of Ontario, the Municipality of Metropolitan Toronto and other appropriate authorities and agencies to develop and implement future waterfront plans.

7) a waterfront trail system shall be developed, placing priority on enhancing access to the waterfront, and linking Scarborough to adjacent municipalities. Where possible, the trail may also include a component for educating the public on, for example, the geological processes that contributed to the formation of the bluffs.

8) the waterfront shall be used primarily for recreation such that the social, economic and environmental objectives for Scarborough are met.

9) significant views to and from the bluffs and lakefront are to be preserved and enhanced.

10) waterfront lands that are required for the implementation of these policies may be brought into public ownership.

11) the foregoing general policies will be supplemented by the development of more detailed studies with respect to specific waterfront areas and issues which may lead to further Official Plan policies.

12) these policies shall not exclude development which is considered by Council to be compatible with its objectives for the waterfront.

APPENDIX 'B'

PARKS AND RECREATION FACILITIES

APPENDIX B

Existing Parks and Recreation Facilities

- Adams Park (15.78 ha)

  The district park for south-east Scarborough contains:

  - 2 softball diamonds (1 lit)
  - 1 soccer/football field
  - 1 lit toboggan slope
  - 4 picnic areas (1 picnic shelter)
  - washrooms
  - 1 fitness trail (vita par cours)
  - 1 wading pool
  - 1 childrens' playground
  - ornamental garden areas and a natural stream
  - parking areas

  There are proposals to expand the park to the east through land dedication from the subdivision of adjacent lands and to expand the parking areas on the east side of the park.

- Charlottetown Park (6.74 ha)

  - Port Union Library
  - Port Union Community Centre
    - fitness centre/health club
    - dance/auditorium
    - meeting rooms
  - 3 tennis courts with lights
  - softball diamond
  - playground
  - small toboggan hill

- West Rouge Park West Rouge Community Centre

  - renovations completed 1990
  - pre-school/tots program room
  - club and social rooms
  - auditorium/banquet/dance hall with mezzanine
  - meeting rooms
  - 4 tennis courts with lights
  - mini soccer field
  - playground

- Wanita Park (2.56 ha)
  - mini soccer field
  - playground
- Sir Oliver Mowat C.I.
  - indoor pool
  - meeting rooms
  - gymnasium
  - cafeteria/meeting hall
  - soccer football field with track
  - mini soccer fields
- Neighbourhood Parks
  - Centennial Park (2.40 ha)
  - Fanfare Park (1.21 ha)
  - Kirkdene Park (0.36 ha)
- Manville Park (1.30 ha)
  - leased from Coscan Development Corp.
  - 2 soccer fields
- Metro Parks
  - Rouge Beach Park (3.2 ha)
  - Colonel Danforth Park (57.0 ha)

APPENDIX C

Letters from Circulation

Centennial Community and Recreation Association Charlie LeBer, President Gord Grieveson, Planning Chairman	February 20, 1992
Ontario's Challenge For HMS Nancy Mr. William D. Macklin	February 28, 1992
Centennial Community and Recreation Association William D. Dempsey, Honorary Secretary	March 26, 1992
West Rouge Community Association Jackie Caunce and Bill Tryon, Planning Committee	April 3, 1992

Re Clause 5, Report No. 4 of the Planning Committee

6-55

RECEIVED
FEB 24 1992
CLERK'S DEPT.

CENTENNIAL COMMUNITY
and
RECREATION ASSOCIATION
P.O. BOX 173, WEST HILL
HIGHLAND CREEK, ONTARIO
M1E 2P0

February 20, 1992.

Mr. J. W. Nigh, City Clerk
City of Scarborough
Ontario, M1P 4N7

Re: Report of Centennial Industrial Study
Phase I - W90140

Attention: Chairman and Members of Planning Committee

The Centennial Community and Recreation Association (CCRA) appreciates the opportunity to make a preliminary comment on your study, dated Feb. 13, 1992.

We believe it is an excellent analysis of the factors involved in a complex subject and your Planning Staff are to be congratulated. We recognize that this is just Phase I and that Phase II will address the details and make recommendations to implement a plan of development.

Some suggestions are as follows:

1) Port Union Road must be widened, as soon as possible, regardless of the type of development.

2) A road to the Industrial Waste Site (Asbestos) must be included for maintenance purposes now and in the future.

3) Commercial uses must be included to support and expand the designated Commercial Core of Port Union Road and Lawrence Avenue.

4) The industrial uses should be stated as stable and not declining.

5) The Waterfront policies adopted by Council must be an important component of any type of overall comprehensive development plan.

6) We recommend that the Scarborough Planning Committee Meeting of April 16, 1992 be conducted within Centennial Community and suggest the Sir Oliver Mowat auditorium.

The CCRA agrees with your recommendation to hold all development applications in abeyance pending the outcome of the final study.

In conclusion, we look forward to receiving the Phase II report and working with your staff to ensure that the best development plans are implemented.

C. LeBer
President

G. Grieveson
Planning Chairman

cc: Mayor and Members of Council

Commissioner of Planning - P. Poot

Manager of South East Planning Area - W. Quinn

WRCA: Bill Tryon

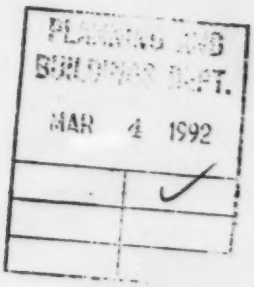
WRIA: Bill Hopper

6-57

ONTARIO'S CHALLENGE FOR HMS NANCY
NANCY-GRIFFON FUND INC.
82 Holmbush Crescent, Scarborough, Ontario M1V 2Y9

February 28, 1992.

City of Scarborough
150 Borough Drive
Scarborough, Ontario
M1P 4N7



Attention: Mr. Wayne Quinn
Manager
Community Planning

Dear Sir: Re: KING'S HARBOUR MARINE PARK
Olde Village of Port Union

I would like to take this opportunity to thank you for the copy of the recent report titled "Options & Opportunities for the Redevelopment of the Centennial Industrial District". It appears to be a well balanced and focused review of the opportunities available to the community in specific terms and metropolitan Toronto in general. Of course our specific interest is in the olde sailing village of Port Union and the harbour, one that has been long supported by both the Federal and Provincial Governments and their respective agencies.

There is of course a common concern by those closely related to the project and this is of course the "cashing in" prospects which will have to be closely monitored and controlled, even if it requires litigation. There will be consultants lined up at your door looking for business which will have to be turned aside and this will be echoed by the Regeneration Trust to be chaired by David Crombie who has been a supporter of our cameo project at Port Union.

Mr. Glenn Loo our historical consultant from Ernst & Young, the same people who do the accounting for the Metro Zoo, and Mr. Mac Hancock, our engineers and architects will be in touch with your department in order to obtain a copy of the report. The architectural community has recognized our project as an award winning concept and one that will bring a great sense of pride and accomplishment to our fair City, we will no longer be Scarberia.

The major center piece of the sailing village will of course be the little NANCY which will be used to promote Scarborough and will have to be protected from those who again wish to "cash in". Fees raised by the redevelopment of the olde harbour will have to be turned back into the development itself.

Yours truly,

William D. Macklin
Secretary

6-58

COPY

WEST ROUGE COMMUNITY ASSOCIATION

241 Rouge Hills Drive
West Hill, Ontario
M1C 2Y9

April 3, 1992

Attn: Chairman & Members of Planning Committee
City of Scarborough
150 Borough Drive
Scarborough, Ontario
M1P 4N7

Re: Centennial Industrial District Report, Phase I - W90140

West Rouge Community Association (WRCA) appreciated Wayne Quinn's March 9th attendance at a joint meeting held with Ron Moeser and selected members from the Boards of "Centennial Community and Recreation Association" (CCRA) and WRCA.

Wayne's contribution to the meeting has greatly assisted our association in preparing a response to the first phase of the Centennial Industrial study.

The report was very thorough and incorporated the essential factors which go beyond economic conditions and market influences. Planning Staff deserve praise for their efforts in producing the Phase I Report. "Other Issues" addressed on Page 1 of the "Executive Summary" submitted by Peter Poot should be reinforced throughout the study.

CCRA and WRCA had the opportunity of conducting a public meeting on March 26th at Sir Oilver Mowat Collegiate. We thank Dr. Bob Frankford, Ken Morrish and Ron Moeser for their attendance as well as CCRA for hosting the General Information Meeting. After completing our own consultations, WRCA now feels more capable of responding to the Phase I Report.

Please consider the following recommendations:

1. Waterfront policies should be quantified and incorporated into the Official Plan before the Study is considered complete. If such policies result in restrictions on building height, open space buffers and specific land uses, the most viable uses may be seriously altered.

continued....

2. Waterfront Trails and linkages must consider lands to the north of the CNR tracks, since MTRCA waterfront regeneration objectives appear to be restricted to the south side of the tracks.

3. West Rouge Area did not provide for any neighbourhood parks within the south west sector of the neighbourhoods at the time the lands to the east of Port Union Road fell within the jurisdiction of Pickering. Amendments to Scarborough's Official Plan and Secondary Plan for the West Rouge should consider this deficiency. Furthermore, any Parkland resulting from Waterfront Development should be considered Regional Parkland and not "Neighbourhood" Parkland. Existing formulas which govern acceptable percentages of land set aside for parks should not be applied in determining the needs of our neighbourhood. Therefore, advantages in higher density development improving the area's allotment of Parkland should not be a factor in considering most viable uses when associated with Waterfront principles.

4. The extension of Lawrence Ave. East across the Rouge River should not be a factor in arriving at the viability of the lands for Industrial Uses. This extension is not accepted by the City of Scarborough nor by Dr. Bob Frankford, MPP. Such an extension would similarly impact most alternative land uses.

5. No Central Recreation Facility exists within the neighbourhood. Pickering Recreation and Ajax Community Centres are good examples of the type of facility required within the Centennial Community.

6. Weaknesses cited on page 14 of the Report for Continued Industrial Uses also apply to the thriving Coronation Drive Industrial District. Both districts possess strong simillarities. They both contain the same positive attributes necessary in attracting and maintaining active industrial entities. WRCA and CCRA feel that industry should be stated as "Stable" and not "declining".

7. The expansion of Community Commercial uses on both sides of Port Union Road were previously endorsed by WRCA. (Please refer to enclosed map.)

8. Existing active industrial entities should not be encroached upon. Such entities should have adequate buffers or compatible uses adjacent to them so that any redevelopment will not drive industry from the community. Items (e) to (j) in Amendment #460 to Centennial Community's Secondary Plan should be maintained, with special consideration given to existing berms. The Centennial Industrial District, at present, is substantially serviced with no current need for additional storm sewers into Lake Ontario or Highland Creek.

continued....

9. Job Creation and Local Employment may be guided by a Tourism/Recreation theme. This type of use could be blended with the historical significance of the base of Port Union Road.

West Rouge Community Association totally supports the recommendation to hold all "applications in abeyance pending the outcome of the Final Study!

Severance of the Asbestos Landfill Site may lead to a severance in legal liability attached to the Coscan Property. Any such application should be heavily scrutinized with respect to potential for future losses which may arise from possible clean-up and containment.

The entire Centennial Industrial District could be subject to a complete Environmental Assessment hearing. This strong likelihood should not be overlooked when determining most viable land uses, given the time frames that development is expected to occur.

We thank Staff and Council for the cooperation they have displayed in dealing with the Community's concerns.

Sincerely,

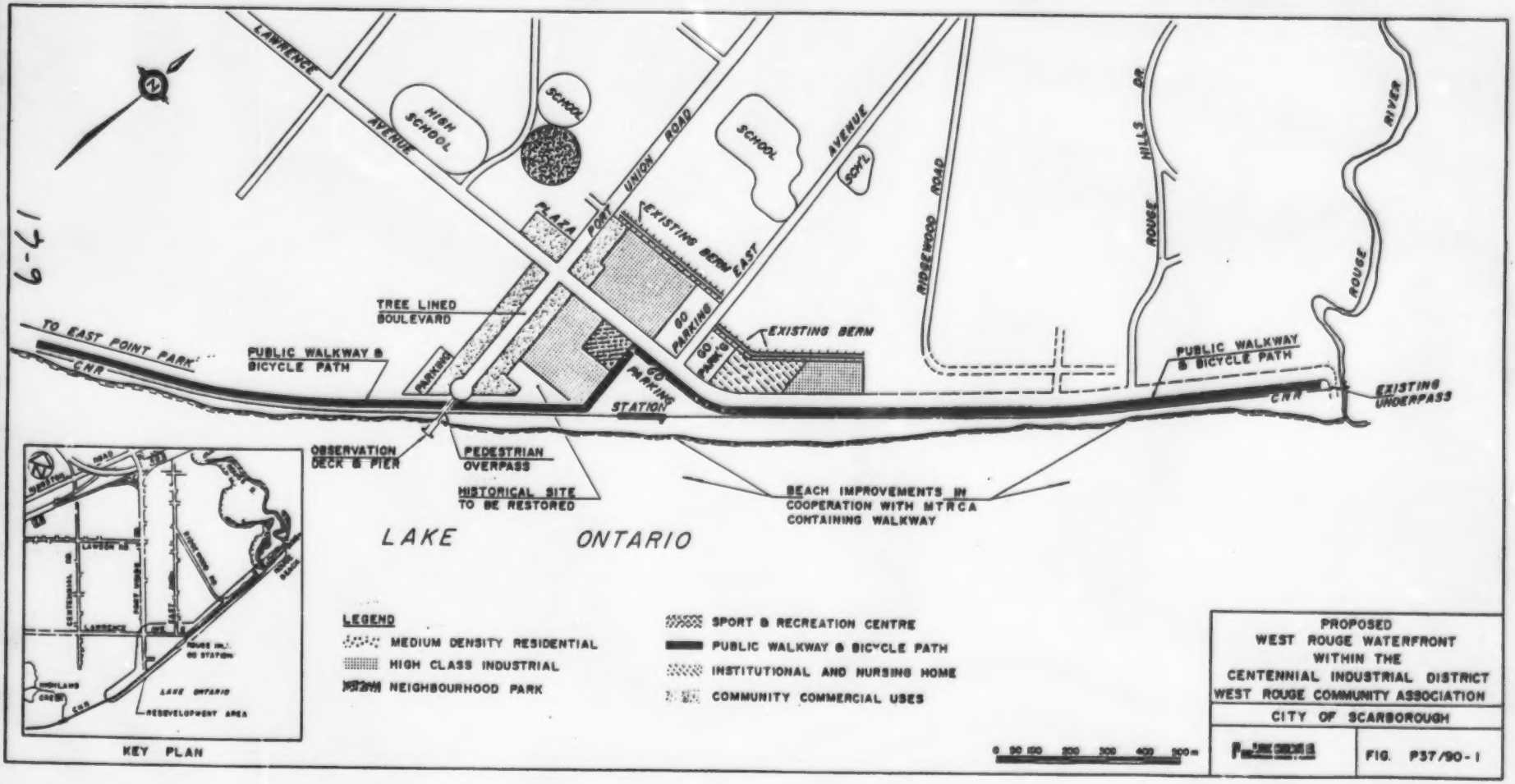
Jackie Caunce, President

Bill Tryon, Planning Committee

c.c. Peter Poot, City of Scarborough
[redacted]
CCRA
WRIA, c/o John Mackie
MTRCA
Metropolitan Waterfront Committee
Royal Commission, Watershed of GTA
Bob Hicks, MP
Dr. Bob Frankford, MPP
Ken Morrish, City Councillor
Brotherhood Foundation
Kings Gardens
Bramalea Limited
Arbroath Investments
Coscan/Carma Developments
Manville
COSCA
Rouge Valley PAC
Clancy Delbarre

Enclosure - Map of West Rouge Waterfront

Please Note:
This map was prepared in April, 1991 following a survey of WRCA community residents requesting ideas and suggestions for possible future development.



PROPOSED
WEST ROUGE WATERFRONT
WITHIN THE
CENTENNIAL INDUSTRIAL DISTRICT
WEST ROUGE COMMUNITY ASSOCIATION

CITY OF SCARBOROUGH

FIG. P37/90-1

6-62

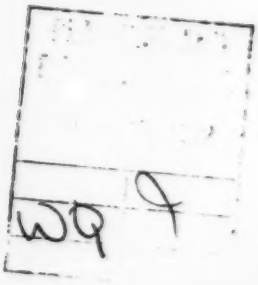
CENTENNIAL COMMUNITY
AND
RECREATION ASSOCIATION

HIGHLAND CREEK, ONTARIO

William A. Dempsey
32 Cedarview Drive
Highland Creek, Ontario
M1C 2K6 (416) 282-2230

March 26, 1992

W.D. Westwater
City Clerk
City of Scarborough
150 Borough Drive
Scarborough, Ontario M1P 4N7



Dear Mr. Westwater

RE: Pedestrian Underpass
Port Union Road - Lake Ontario

It is almost twenty years since we approached Scarborough Council requesting a pedestrian underpass at the end of Port Union Road to Lake Ontario.

In view of the renewed interest in the Waterfront and the study of the adjoining industrial lands, pedestrian access to the lakeshore this year would enable people to have a greater comprehension on the importance of these issues.

Yours sincerely,

William A. Dempsey
Honorary Secretary

copies
Mayor
and
Members of Council
Commissioner of
Planning and Building
Commissioner of
Works and Environment